



Immigration, Refugees
and Citizenship Canada

Immigration, Réfugiés
et Citoyenneté Canada

Associate Assistant
Deputy Minister
Operations

Sous-ministre
adjoint délégué
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Ottawa K1A 1L1

F-1074732

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MEMORANDUM TO THE DEPUTY MINISTER AND THE ASSOCIATE DEPUTY MINISTER

KNOWN TRAVELLER DIGITAL IDENTITY INITIATIVE

FOR INFORMATION

SUMMARY

- The purpose of this memorandum is to provide an update on Immigration, Refugees, and Citizenship Canada's involvement in the World Economic Forum's Known Traveller Digital Identity initiative led by Transport Canada.
- An operational role for Immigration, Refugees, and Citizenship Canada in the project has been under discussion by federal partners,
- The Department will continue to support Transport Canada, while questions surrounding partners' legal authorities are being resolved. Lessons learned from the pilot will also be important to consider

BACKGROUND:

Known Traveller Digital Identity initiative

- At the 2018 Davos Summit, the Minister of Transport committed Canada to supporting the World Economic Forum's Known Traveller Digital Identity initiative with the Ministry of Justice in the Netherlands. Transport Canada leads the project for Canada, with participation from the Canada Border Services Agency and Immigration, Refugees, and Citizenship Canada. Alongside federal partners led by Transport Canada, Canadian and Dutch air industry

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stakeholders are engaged in the project, including Air Canada, KLM, and airports in Toronto, Montreal and Schiphol in Amsterdam. The planned launch date for the pilot is April 2020.

- The project seeks to test the replacement of paper documents, such as passports and boarding passes, with a digital identity that travellers can share electronically with participating parties. The digital identity would incorporate both biographic and biometric data derived from the individual's passport. It would be securely stored on a user's smartphone, and be linked to a 'blockchain'. A blockchain is a digital ledger that enables transactions to be recorded, stored, and viewed by parties with proper authorization.
- Once enrolled into the pilot, a traveller's identity would be authenticated at various touchpoints throughout their journey by facial recognition technology. For example, a traveller could electronically submit their token to the border authority in the destination country in advance of their trip. Once the border authority confirms the authenticity of the token using the blockchain, the traveller could proceed through the departure and arrival airports using facial recognition only, while keeping their passport in their pocket.

Enrollment in the Pilot

- The enrolment of individuals into the pilot would be based on an existing epassport and would require Canadians to present their epassport at a dedicated airport kiosk managed by the Canada Border Services Agency. The kiosk would run a series of checks to verify whether the passport is (a) genuine, (b) valid and, (c) being carried by the rightful bearer.
- Transport Canada had anticipated that the data collected by the kiosk as well as the results of the three checks would be sent by email to Immigration, Refugees, and Citizenship Canada for manual comparison with the passport database. The Department would then have up to 72 hours to re-confirm (via the passport database) that the passport is genuine, valid, and being carried by the rightful holder.
- Immigration, Refugees, and Citizenship Canada would then notify Transport Canada of the result of the checks, and for positive matches, Transport Canada would record the attestation on the blockchain.
- In recent months, federal partners have been engaged in discussions to determine if, inter alia, each department and agency has the necessary authorities to undertake these functions.

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CONSIDERATIONS:

- In addition, if the Department were to participate, the process of conducting the manual check would add up to 72 hours to the window between an individual presenting themselves at the enrollment kiosk and receiving the enrollment decision.
- A significant level of effort is also required to finalize work relating to privacy, including conducting a Privacy Impact Assessment, completing the necessary Information Technology security assessments and finalizing an intra-governmental Memorandum of Understanding to outline roles and responsibilities as well as scope and limitations of the pilot.
- Transformation and Digital Solutions Sector is supporting the Department (along with Citizenship and Passport Program Guidance and Admissibility Branch) on this pilot. They have advised that there is no technology solution that could reduce the 72 hours manual check. In regards to experimentation with blockchain, Transformation and Digital Solutions Sector will remain engaged to assess progress and potential future use as part of its Departmental Digital Strategy, which is under development.
- Lessons learned from this initiative will also be important as the Government and air industry begin to test a range of innovative approaches to support travel facilitation.

COMMUNICATION IMPLICATIONS:

- Known Traveller Digital Identity received media attention in February 2018 and June 2019, however, the Department was not implicated since Transport Canada is the lead department. The Department has not received any media calls on this initiative to date, and that is expected to continue.
- Transport Canada is the lead Department on all Known Traveller Digital Identity communications. Immigration, Refugees, and Citizenship Canada will support and provide feedback on Transport Canada's communication material as needed, but remain in the background.
- Employment and Social Development Canada received some client enquiries via social media channels in June 2019. Immigration, Refugees, and Citizenship Canada shared Transport Canada's communications materials with Employment and Social Development Canada and recommended they refer questions to Transport Canada.
- A responsive approach is recommended. Media calls specific to passports will be handled on a case by case basis, in consultation with Transport Canada and the Canada Border Services Agency, using existing lines about the passport program or the passport modernization initiative.

NEXT STEPS:

- Departmental officials continue to engage Transport Canada to confirm how Immigration, Refugees, and Citizenship Canada can remain supportive of this initiative without committing operational resources,

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- In light of the considerable efforts expended by Transport Canada on the Known Traveller Digital Identity initiative to date, you may be contacted by your counterparts to discuss the Department's role. Should you be contacted, key messages to support a conversation have been provided in Annex B.



Mike MacDonald

Annexes (2):

A: F-1053123 Memorandum to the Minister: Known Traveller Digital Identity Initiative

B: Key Messages

190588

To/A :	MINISTER / MINISTRE		Date:	2019-06-11
From/De :	Other/Autre			
Subject/Title :	World Economic Forum Known Traveler Digital Identity Initiative			
Objet/Titre :	Initiative Identité numérique du voyageur connu du Forum économique mondial			
Attachement/ Pièce jointe :				
Can this subject/title be released in its entirety to the public? / Cet objet/ce titre peut-il être rendu public en entier?				
<input checked="" type="checkbox"/> Yes / Oui <input type="checkbox"/> No / Non If no, please state the sensitivities / Si non, de quels éléments de nature délicate est-il questions:				
<input type="checkbox"/> Cabinet Confidence / Renseignements confidentiel du Cabinet <input type="checkbox"/> Solicitor-client / Avocat-client <input type="checkbox"/> Personal information / Renseignements personnels <input type="checkbox"/> Other / Autre				
CONTACT/ PERSONNE RESSOURCE			FILE CODES/ NUMÉRO DE DOSSIERS	
Originator/Auteur :	Lisa Bokwa		Memo ID/ N° d'identification du mémoire :	
Branch/Dir. Gen. :	Admissibility		F- 2019-01053123 / GC Docs- 292828157	
Telephone/Téléphone :	613-437-5913			
CONSULTATION :			LETTER / LETTRE	
Digital Strategy. CPPG. Communications. Legal.			<input type="checkbox"/> Yes / Oui <input checked="" type="checkbox"/> No / Non Letters to be mailed by: <input type="checkbox"/> MED <input type="checkbox"/> Branch	
APPROVALS/APPROBATIONS :			APPROVED BY / APPROUVÉ PAR	
Signature:				
Name/Nom	Paul Mackinnon <i>Paul Mackinnon</i>			
Title/Titre:	Assistant Deputy Minister <i>June 17</i>			
Signature:	<i>e-approved</i>		Signature: <i>e-approved</i>	
Name/Nom:	Lu Fernandes		Name/Nom: David Hickey	
Title/Titre:	Director General		Title/Titre: Director General	
Sector/Secteur:	CPPG		Sector/Secteur: Communications	
Signature:	<i>e-approved</i>		Signature:	
Name/Nom:	Omar Subhani		Name/Nom:	
Title/Titre:	Director General		Title/Titre:	
Sector/Secteur:	Digital Strategy		Sector/Secteur:	
Signature:	<i>Ch. P. Sen</i>		Signature:	
Name/Nom:	Tina Matos		Name/Nom:	
Title/Titre:	Director General		Title/Titre:	
Sector/Secteur:	Admissibility		Sector/Secteur:	
Signature:			Signature:	
Name/Nom:			Name/Nom:	
Title/Titre:			Title/Titre:	
Sector/Secteur:			Sector/Secteur:	
DM/SM - STAMP/TIMBRE:			ADM/SMA - STAMP/TIMBRE:	
JUN 14 2019 JUN 14 2019			JUN 14 2019 JUN 14 2019	
BRANCH/DIR. GEN. - STAMP/TIMBRE:				
JUN 14 2019 JUN 14 2019				
Routing Instructions and quality control comments/Directives d'env. et corrections demandées:				
In BU, sent to SA for PC on June 17 @ 12:00 AEB. QC'd @ 3:32 pm June 17/19 <i>SP</i> Sent to DMO on June 17 @ 3:45 AEB. In BU, ADM signed info memo, sent to DMO-21 on June 20 @ 4:30 AEB. Sent 2 copies to ADMO-SPD.				



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Deputy Minister

Sous-ministre

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MEMORANDUM TO THE MINISTER

KNOWN TRAVELLER DIGITAL IDENTITY INITIATIVE

FOR INFORMATION

SUMMARY

- The purpose of this memorandum is to familiarize you with the World Economic Forum's Known Traveller Digital Identity initiative (KTDI), which Canada and the Netherlands have committed to supporting. For Canada, it is led by Transport Canada, with support from the Department and the Canada Border Services Agency.
- On June 26, 2019, the Minister of Transport is expected to meet privately with his Dutch counterpart in Montréal, where they will commit to piloting KTDI starting April 2020. A KTDI demonstration will be held at the Montréal Airport that day which media and the Dutch Minister will attend, but not Minister Garneau.
- The Department is supportive of initiatives aimed at facilitating travel for Canadian passport holders.
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BACKGROUND:

- At the 2018 Davos Summit, the Minister of Transport committed Canada to supporting the World Economic Forum's Known Traveller Digital Identity initiative.
- KTDI seeks to replace paper documents, such as the passport, boarding passes, etc., with digital tokens that travellers share electronically with participating KTDI parties. The tokens are stored in a digital wallet on a smartphone, and are linked to "attestations" placed on a blockchain, accessible by parties to confirm the tokens' authenticity. A "blockchain" is a decentralized network (as opposed to a database) enabling transactions to be recorded in a way that all parties privy to the blockchain can view them with proper authorization.
- For example, a KTDI traveller could electronically submit KTDI tokens representing passport information to border authorities in advance of their trip. As currently only biographic information is received through Advance Passenger Information, the receipt of a digital facial image is innovative. Once authorities confirm the tokens are authentic using the KDTI blockchain, the traveller could be admitted using facial recognition only.

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- Transport Canada leads the KTDI project for Canada, with participation from the Canada Border Services Agency and the Department. The Ministry of Justice and Security is the Netherlands' lead and the World Economic Forum has contracted Accenture to deliver the KTDI digital wallet/smartphone application and blockchain.

CURRENT STATUS:

- Over the past 18 months, efforts have focussed on a means of replacing existing traveller screening tools and systems (e.g., passport, Advance Passenger Information) with KTDI tokens, and how these tokens might be authenticated against the blockchain.
- In April 2019, a binational agreement was struck on a pilot concept to test KTDI using direct Air Canada and KLM flights between Montréal or Toronto and Amsterdam airports.
- On June 26, 2019, the Minister of Transport is expected to meet his Dutch counterpart in Montréal where they will sign a Letter of Intent with the Forum, committing to a pilot launch date of April 2020. The signing will take place privately.
- Afterward, media will be invited to attend a demonstration of the KTDI pilot flow at Montréal Airport. The demonstration will be attended by the Dutch Minister and Canada's Deputy Minister of Transport. Minister Garneau will not attend.

CONSIDERATIONS:

- Due to the significant cost of blockchain, the pilot will not offer a fully seamless flow. Airline check-in, bag drop and security screening will likely still rely on a paper document, but boarding and border clearance are expected to be facilitated using facial recognition.
- Although the KTDI concept has been agreed to at a high level, legal, privacy and information technology security assessments must still be completed before the pilot's scope can be finalized. Transport Canada is leading this work, with support from the Department and the Canada Border Services Agency.
- Given its mandate for the Passport Program, the Department has significant interest in supporting initiatives that seek to simplify Canadian passport holders' travel experience. KTDI will test the use of blockchain for this purpose, a relatively new technology.

COMMUNICATIONS IMPLICATIONS:

- KTDI received media attention in February 2018, but the Department was not implicated. No media calls to date have been received, and that is expected to continue. However, given passport links, it could generate questions about our involvement and other passport initiatives like passport modernization.
- Transport Canada leads on all KTDI communications. The Department will support as needed, and a responsive approach is recommended. Media calls specific to passports will be handled case by case, in consultation with Transport Canada and the Canada Border Services Agency, using existing lines about the passport program or passport modernization.

NEXT STEPS:

- The Department will continue to support Transport Canada as it seeks to implement the World Economic Forum's Known Traveller Digital Identity initiative with the Netherlands. This includes the legal, privacy and information technology security assessments that require completion.



Lori MacDonald
Acting Deputy Minister

ANNEX B – KEY MESSAGES

- Immigration, Refugees, and Citizenship Canada is supportive of initiatives aimed at facilitating travel for Canadian passport holders
- IRCC recognizes the work that has gone into this project by federal, private sector, and international partners.
- Any role played by IRCC would be duplicative of the functions being performed by Canada Border Services Agency and would add up to 72 hours to the enrollment process to permit IRCC officers time to perform the manual database checks.
- IRCC remains an observer participant in this pilot; and will benefit from lessons learned in the context of other technological initiatives aims at facilitating travel for Canadian passport holders.